

Public Law 108-87 required the closure of NSRR six months after its enactment on September 30, 2003. Consequently, and in compliance with the law, NSRR ceased operations on March 31, 2004 and was later re-designated NAPR. The Navy identified alternatives for the disposal of NAPR based on Navy policies regarding base closure and disposal actions. The development of the Reuse Plan for NAPR and how the Reuse Plan defines the limits of analysis of the potential impacts of the proposed action is summarized in Section 2.1. Sections 2.2 and 2.3 describe the No-Action Alternative and how the alternatives for disposal of NAPR were developed. Two alternatives—(1) with cleanup of the property to be consistent with historical land uses and (2) with cleanup of the property to be consistent with the Reuse Plan—were evaluated. Both disposal alternatives would involve transfer of the property with Navy-imposed limitations on future reuse based on the respective level of cleanup undertaken.

In accordance with CEQ regulations regarding the implementation of NEPA, the alternatives examined should include a range of reasonable alternatives. Although the Navy's proposed action is disposal of the NAPR property, not its redevelopment, restrictions imposed on land use by the Navy may affect the long-term redevelopment potential for the property. Thus, the two alternatives contemplated for this document were (1) disposal with only those restrictions necessary to protect human health and the environment that are consistent with historical land use and (2) disposal with those restrictions necessary to protect human health and the environment that are consistent with land use contemplated by the LRA's Reuse Plan. These two alternatives were those originally contemplated for disposal of NAPR; however, they proved to be virtually identical because the reuses proposed by the LRA paralleled historical land uses.

Because there was no practical difference between the two, these alternatives have been merged for purposes of this document (see Section 2.3). The EA examines the disposal with restrictions required by law consistent with historical land uses. A No-Action Alternative was also considered and would entail placing NAPR in an inactive status but maintaining it for some potential future federal use.

2.1 Development of the Reuse Plan

The Reuse Plan was developed by the LRA in the context of three key guiding policies. These policies emerged from site visits and analysis, community values expressed at public hearings with the LRA and within the LRA, and from entities that submitted Notices of Interest for potential Public Benefit Conveyances (PBCs). The three guiding policies for the LRA's Reuse Plan are:

1. Support for the economic well-being of Puerto Rico;
2. Recognition of existing needs of the communities adjacent to NAPR; and
3. Emphasis on water-oriented uses.

2.1.1 Proposed Land Uses

The Reuse Plan for NAPR was the result of the LRA's comprehensive analysis of the site's regional context; its existing natural conditions; existing infrastructure, facilities, and existing land uses; and the market demand for alternative uses as well as consideration of community input regarding uses and services that could be accommodated at NAPR. Preparation of the plan was driven by a primary goal of lessening the immediate negative economic impact of the base closure on the surrounding region while creating a dynamic reuse plan that would lead to the socio-economic development of the region and the Commonwealth of Puerto Rico.

The proposed uses incorporated into the Reuse Plan maximize the potential reuse of existing infrastructure and encompass six broad categories, as listed below:

1. Economic development;
2. Public, educational, and institutional uses;
3. Residential uses;

4. Open space and recreation;
5. Conservation; and
6. Tourism.

2.1.2 Phasing

The LRA's Reuse Plan divides the proposed NAPR land-use map into nine zones (see Figure 2-1). The proposed land uses, acreage, and development program (e.g., number of residential dwelling units, hotel rooms, building square footage, etc.) for each zone in is presented in Table 2-1. Table 2-1 is based on the final Reuse Plan as approved by the Department of Housing and Urban Development. Although cited in the Final Reuse Plan, the acreage noted in the table may change slightly when the property is surveyed. Table 2-1 also provides preliminary estimates of total jobs (18,200 to 19,700) and total residents (6,257) upon a full 30-plus years of build-out.

Since NAPR's re-development is proposed to occur over a 34-year period, the Reuse Plan is divided into four phases: Phase I (years 2004-2005) consists of the public sale and disposal of the NAPR property. (It is anticipated that the implementation years for Phase I will be revised to reflect the revised publishing date of the Final Reuse Plan). During Phase II (years 2006-2013), the existing infrastructure would be utilized to the maximum extent. Figure 2-2 depicts how these areas at NAPR could be developed. Phase III (years 2014-2023) and Phase IV (years 2024-2037) propose redevelopment at a higher density and intensity than the existing land uses (Table 2-2). Anticipated full build-out of the proposed redevelopment would occur by 2037.

Figure 2-3 outlines the proposed reuse scenario at the time of full build-out. It is, by necessity, illustrative and would vary depending on actual market conditions, availability and commitment of funding, policy decisions by the Commonwealth of Puerto Rico, and the level of interest and commitment by private sector developers, investors, and users.

2.1.3 Infrastructure Improvements

The Reuse Plan assumes that during Phases I and II existing capacities would be adequate with only minor reconfigurations needed. Substantial infrastructure improvements would be needed to support the Reuse Plan through the completion of

Phases III and IV, including significant road improvements and utility upgrades (water, sanitary sewer, storm drainage, electricity, and telecommunications).

2.2 Identification of Reasonable Alternatives

The process of identifying and selecting reasonable alternatives for the disposal of NAPR evolved during the completion of the ECP and Reuse Plan. The Navy considered the following disposal alternatives.

2.2.1 Disposal of NAPR with Restrictions Necessary for Consistency with Historic Land Uses

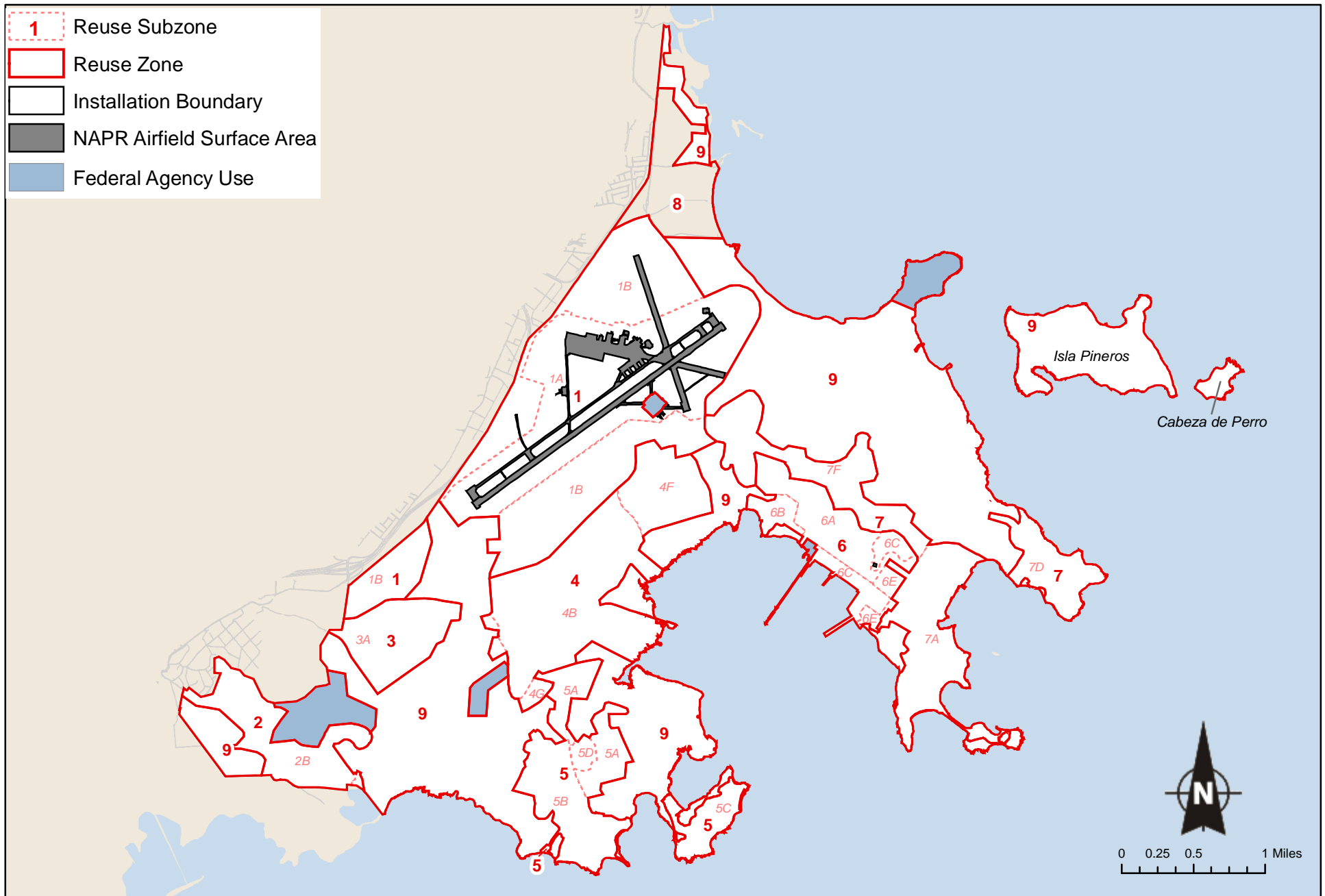
This disposal alternative would involve the direct transfer of ownership of approximately 8,435 acres of the excess Navy property at NAPR. The Navy would impose those restrictions needed to protect human health and the environment and to be consistent with the historic land uses of the property while under Navy ownership. Land-use controls (LUCs) would be instituted consistent with historical land use and as approved by the EPA.

2.2.2 Disposal of NAPR with Restrictions Necessary for Consistency with the Reuse Plan

This disposal alternative would involve the direct transfer of ownership of approximately 8,435 acres of the excess Navy property at NAPR. The Navy would impose those restrictions needed to protect human health and the environment and to be consistent with the proposed Reuse Plan for the property. LUCs would be instituted consistent with future land use and as proposed by the Reuse Plan and as approved by the EPA.

2.3 Alternatives Evaluated in this EA

As previously stated, the primary goal of the LRA's Reuse Plan is to lessen the immediate negative economic impact of the base closure on the surrounding region. For that to occur, redevelopment must be completed in a timely fashion and avoid extensive delays associated with agency permitting requirements and site remediation activities. To that end, the LRA has worked diligently and closely with the Navy to develop a reuse scenario that maximizes existing infrastructure at NAPR while avoiding or



Source: Geo-Marine, 2005; ESRI, 2004

Figure 2-1
Proposed Reuse Zones
Naval Activity Puerto Rico

Table 2-1 Proposed Reuse Zones and Land Uses at NAPR

Zone	Sub-Zone	Land Use	Acreage			Program			
			Vacant Developable Land ^a	Existing Development Available for Redevelopment ^b	Total Available for Reuse ^c	Program Description	Gross Acres	Projected Jobs at Full Build-out	Projected Residents at Full Build-out
1 Airport	1A	Airport	117.6	655.7	773.3	Commercial and general aviation; cargo	773.3	TBD	0
	1B	Industrial	768.3	93.0	861.3	6.9 million square feet (SF) industrial and manufacturing ^d	528.0	6,900	NA
	Subtotal		885.9	748.7	1,634.6				
2 Bundy	2A	Government/Institutional; Residential	48.8	56.8	105.6	50,000-120,000 SF learning center;	105.6	380	663
	2B	Moderate lodging; residential	11.4	12.6	24.0	200 guest rooms; 26-52 dwelling units	24.0	100	117
	2C	Moderate lodging; residential	18.6	14.6	33.2	200 guest rooms; 33-66 dwelling units	33.0	100	150
	2D	Sewage treatment plant	0.8	NA	0.8	No change in use	0.8	TBD	0
	Subtotal		79.6	84.0	163.6				
3 Golf course	3A	9-hole golf course	6.3	65.4	71.7	3A and 3B; 18-hole municipal golf course	166.8	15	NA
	3B	Additional 9 holes	81.6	13.5	95.1				
	Subtotal		87.9	78.9	166.8				
4 Downtown	4A	Residential	42.7	0.7	43.4	100 dwelling units	43.4	TBD	300
	4B	Mixed-use	24.1	6.7	31.8	150,000 SF commercial	15.0	600	NA
	4C	Residential	21.4	24.6	46.0	184 dwelling units	46.0	TBD	552
	4D	Mixed-Use	56.3	62.8	119.1	650,000 SF back office, call center, professional office, retail	119.1	2,600	NA
	4E	Residential	22.4	14.4	36.8	Possible reuse of recently built apartments (150 units); new construction of 80 dwelling units.	36.8	TBD	575
	4F	University Campus	88.2	77.4	165.6	900,000 SF classrooms, research labs, dormitories and other university support facilities	165.6	TBD	900
	4G	Public School	2.7	14.1	16.8	Reuse of existing elementary school as middle/high school	16.8	TBD	NA
	Subtotal		258.8	200.7	459.5				

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Zone	Sub-Zone	Land Use	Acreage			Program			
			Vacant Developable Land ^a	Existing Development Available for Redevelopment ^b	Total Available for Reuse ^c	Program Description	Gross Acres	Projected Jobs at Full Build-out	Projected Residents at Full Build-out
5 Residential	5A	Master Planned Residential	120.0	36.0	156.0	5A, 5B, 5C; 1,200 dwelling units	156.0	TBD	3,000
	5B	Master Planned Residential	36.8	177.0	213.8	Included in 5A	213.8	TBD	included in 5A
	5C	Master Planned Residential	23.0	70.0	93.0	Included in 5A	93.0	TBD	included in 5A
	5D	Private School	0.1	21.9	22.0	Reuse of existing middle/high school as private bilingual school	22.0	50	NA
	Subtotal		179.9	304.9	484.8				
6 Port	6A	Industrial	33.2	40.7	73.9	Fuel tank farm	73.9	TBD	NA
	6B	Expanded recreational boat marina and water-oriented commercial (retail, restaurant, tourism)	3.9	36.3	40.2	250 slip marina; 10,000 SF water-oriented commercial	40.2	40	NA
	6C	Water-oriented commercial (retail, restaurant, tourism)	3.8	39.9	43.7	50,000 SF water-oriented commercial (phased)	43.7	100	NA
	6D	Hospital	4.7	22.5	27.2	Reuse of existing hospital	27.2	TBD	NA
	6E	Passenger/cargo ferry terminal and related uses	0.0	60.3	60.3	±300,000 SF commercial and warehouse space; ferry terminal	60.3	400	NA
	Subtotal		45.6	199.7	245.3				
7 Science Park	7A	Science Park	53.5	105.0	158.5	75 acres R&D = 800,000 - 1.1 million SF	75.0	2,500-4,000	NA
	7B	Science Park, Conference Center	76.1	66.2	142.3	Up to 250-room conference center with open space, passive park or golf course	142.3	250	NA
	7C	Science Park, Conference Center	13.3	7.0	20.3	Portion of conference center (sleeping and meeting rooms)	20.3	included in 7B	NA
	7D	Science Park, Conference Center	66.3	4.5	70.8	Portion of conference center (sleeping and meeting rooms)	70.8	included in 7B	NA
	7E	Science Park, Conference Center	40.0	8.5	48.5	Portion of conference center (sleeping and meeting rooms)	48.5	included in 7B	NA
	7F	Gateway to Science Park	158.1	14.6	172.7	1,250,000 SF R&D	115.0	4,200	NA
	Subtotal		407.3	205.8	613.1				
8 North Gate		Open space reserve	100.4	0.0	100.4	Gateway to base; open space	100.4	0	0
	Subtotal		100.4	0.0	100.4		100.4		
Subtotal Without Conservation Areas			2,045.4	1,822.7	3,868.1				

Table 2-1 Proposed Reuse Zones and Land Uses at NAPR

Zone	Sub-Zone	Land Use	Acreage			Program			
			Vacant Developable Land ^a	Existing Development Available for Redevelopment ^b	Total Available for Reuse ^c	Program Description	Gross Acres	Projected Jobs at Full Build-out	Projected Residents at Full Build-out
9 Conservation		Conservation Areas	0.0	0.0	0.0	Conservation	3,386.9	TBD	TBD
Total All Zones			2,045.4	1,822.7	3,686.1		High Low	18,235 19,735	6,257

Source: CB Richard Ellis et al. cited in *Naval Station Roosevelt Roads Reuse Plan*, prepared for Local Redevelopment Authority & Department of Economic Development and Commerce, Commonwealth of Puerto Rico, September 21, 2004.

Notes:

^a Vacant Developable Land = total acreage less: wetlands, mangroves, existing development, and undeveloped land with gradient greater than 15%.

^b Existing Development Available for Redevelopment = Existing Developed Acres less Operationally Significant Sites.

^c Total Available For Reuse = Column D + Column E.

^d 861.3 acres less 125.3 acres at the west end of the Runway 7-25 and less 208.3 acres east of Runway 18 = approx. 528 acres.

Key:

NA = Not applicable.

R&D = Research and development.

SF = Square feet.

TBD = To be determined.

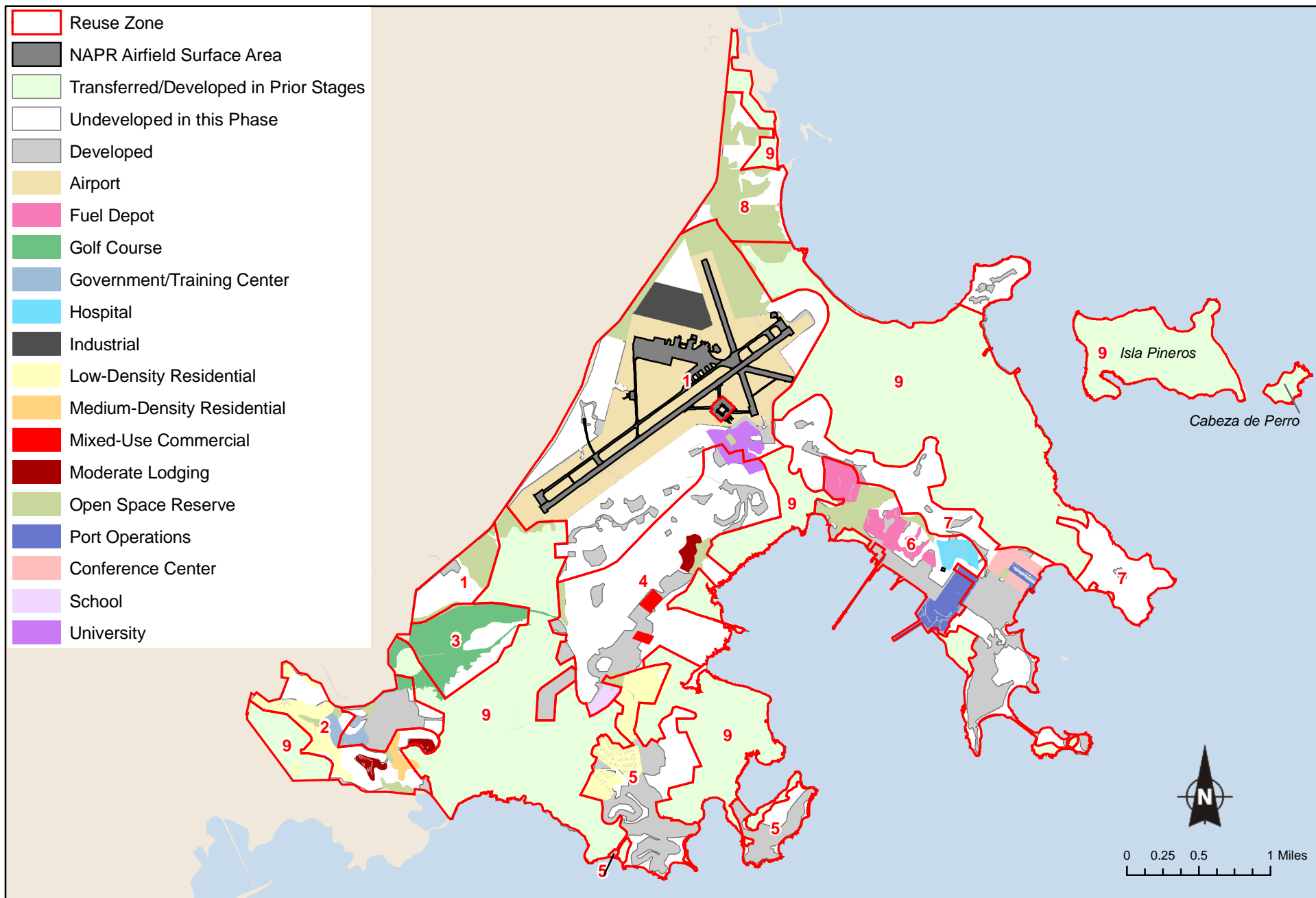
accommodating areas constrained by significant natural resources, historic properties, and cleanup sites.

As a result of the close coordination between the LRA and Navy during the preparation of the Reuse Plan, each of the proposed land uses through Phase II are virtually consistent with existing land uses. For example, new residential and lodging development would be located within the existing Capehart and Bundy family housing areas and industrial development would be sited in an undeveloped area adjacent to the existing airfield. Other existing developed areas at NAPR, such as the airfield and fuel farm, would be transferred to new owners and maintained in their current use. Large tracts of undeveloped areas comprising sensitive natural resources would be designated as conservation areas and protected from future development. Section 4.1 includes additional analysis regarding the compatibility of historical and proposed land uses.

Because the Reuse Plan was developed keeping the use of existing infrastructure and facilities in mind, the proposed reuse of land is very similar to historic uses before NSRR ceased operations. Moreover, since historic and proposed land uses are congruent, those restrictions that need to be instituted by the Navy would be nearly identical under both disposal alternatives. Consequently, these two action alternatives were combined into a single alternative for further evaluation and are referred to as the Preferred Alternative throughout the remainder of this EA. The Navy recognizes that presenting only one way of executing the Congressional direction to dispose of the NAPR property is unusual, but no other reasonable alternatives for disposal of NAPR are susceptible to meaningful analysis. The following is a description of the preferred alternative.

2.3.1 Preferred Alternative

The preferred alternative is the disposal of approximately 8,435 acres of the excess Navy property at NAPR. This disposal would be accomplished as a direct transfer of ownership subject to such restrictions on the property that are consistent with the historic use of the property, which would also be essentially consistent with the Reuse Plan. The Navy would conduct, or cause to be conducted, environmental cleanup of the property to a level consistent with its historic use and to be protective of human health and meet EPA's approval. Future landowners could expand the level of cleanup to allow for different land uses; however, they would be responsible for this additional cleanup as



Source: Geo-Marine, 2005; ESRI, 2004

Figure 2-2
Proposed Phase II Reuse Scenario
Naval Activity Puerto Rico

Table 2-2 Proposed Reuse Plan Phasing Program

Zone	Land Use	Square Feet	Comments
Phase I (Years 1-2; i.e., 2004-2005)			
<i>Property transfer via Public Benefit and Economic Development Conveyances (PBCs and EDCs) completed and public sale process initiated.</i>			
Phase II (Years 3-10; i.e., 2006-2013)			
1. Airport	Airport		Commercial and general aviation and cargo.
	Industrial/ Manufacturing/ Distribution	1,000,000	Includes space for lease and owner occupied.
2. Bundy	Moderate Lodging		±400 rooms.
	Residential		±300 dwelling units.
	Government/ Training Center	70,000 to 120,000	
3. Golf Course	Public Golf Course		Expand to 18 holes.
4. Downtown	Mixed Use	100,000	During early years of Phase II some reuse of existing buildings while the developer formulates a master plan for this area; includes reuse of 150 new dwelling units in Sub-zone 4E.
	University Campus	200,000	Occupancy of classrooms, laboratories, and dormitories during Phase II.
	Public School		Reuse of existing elementary school.
5. Residential	Residential		±500 dwelling units (DU) averaging 62 DU per year (assuming 50 per year for 4 years followed by 75 per year).
	Private School		Reuse of existing middle / high school.
6. Port	Marina		Utilized existing slips.
	Ferry Terminal, Light Cargo, and related uses		Operation of ferry terminal by Port Authority.
	Hospital		
	Fuel Tank Farm		Continued operation.
7. Science Park	Research and Development (Science Park)	100,000	100,000-square foot initial phase to accommodate potential users who have already expressed interest.
		250,000	Additional 50,000 square feet per year for Years 6 through 10.
8. North Entrance	Open space, beach and recreation		
9. Conservation	Conservation Areas		

Table 2-2 Proposed Reuse Plan Phasing Program

Zone	Land Use	Square Feet	Comments
Phase III (Years 11-20; i.e., 2014-2023)			
1. Airport	Industrial/ Manufacturing/ Distribution	2,500,000	163,000 square feet per year, plus three large users at 300,000 square feet each.
	Highway Commercial Retail	200,000	If allowed by Federal Aviation Administration.
4. Downtown	Mixed Use		±365 dwelling units.
	Mixed Use	300,000	Back office, call center, professional office, retail.
	University Campus	400,000	Additional occupancy of classrooms, laboratories, and dormitories.
5. Residential	Residential		±700 dwelling units.
	Golf Course		18-hole private course (optional)
6. Port	Waterfront Commercial	180,000	
7. Science Park	Research and Development (Science Park)	750,000	Additional 75,000 square feet per year for Years 11 through 20.
	Conference Center	250,000	±250 rooms, plus meeting facilities, open space, passive park, or golf course.
Phase IV (Years 21-34; i.e., 2024-2037)			
1. Airport	Industrial/ Manufacturing/ Distribution	3,500,000	14 years at 250,000 square feet per year.
	Highway Commercial Retail	300,000	If allowed by Federal Aviation Administration.
4. Downtown	Mixed Use	500,000	Back office, call center, professional office, retail.
	University Campus	300,000	Additional occupancy of classrooms, laboratories, and dormitories.
6. Port	Waterfront Commercial/ Small Cruise Ships	180,000	
7. Science Park	Research and Development (Science Park)	1,250,000	Approximately 100,000 square feet per year for 13 years.

Source: LRA: Cooper, Robertson & Partners; Moffatt & Nichol; CB Richard Ellis Consulting, as cited in *Naval Station Roosevelt Roads Reuse Plan*, prepared for Local Redevelopment Authority & Department of Economic Development and Commerce, Commonwealth of Puerto Rico, September 21, 2004.

well as coordination with, and approvals by, the appropriate regulatory agencies (EPA, Puerto Rico EQB, etc.) will be required after transfer as a result of the Navy action.

The Navy will be required to provide a Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) Section 120 covenant that warrants that all remedial action necessary to protect human health and the environment has been taken and that any additional remedial action found necessary after transfer is the responsibility of the federal government.

Additionally, there may be some temporary LUCs as a requirement of CERCLA's early transfer authority (ETA), which would allow the property to be transferred before the cleanup was complete. The ETA requires, in part, that the Section 120 covenant be deferred at the early transfer, with the early transfer being subject to rights of entry and use restrictions until the cleanup work is complete. Once the cleanup work has been completed, the temporary rights of entry and use restrictions would be lifted and the permanent Section 120 covenant instituted.

The LUCs placed on specific land parcels (which could potentially limit future reuse activities beyond those proposed in the Reuse Plan) may be implemented contractually or through various deed restrictions as permitted by law. Not all parcels would have similar restrictions, and most parcels (i.e., those that were determined to be uncontaminated and those where all cleanup action has been completed to allow unrestricted future use) would be transferred without any deed restrictions. Ultimately, some parcels could have LUCs released upon completion of remediation activities (e.g., parcels transferred using CERCLA's early transfer authority). Other parcels may retain controls indefinitely or until future landowners institute additional corrective actions in order to support future changes in land use. Further changes to the LUCs could take place at a later date with the appropriate regulatory approvals but would be at the new owner's initiative and would be the new owner's responsibility to fund and implement.

The preferred alternative would allow for disposing of the property in a manner virtually consistent with historic uses. The Navy would complete its cleanup responsibilities under applicable laws and regulations and would conclude other necessary consultations with regard to the disposal action (e.g., those required by the National Historic Preservation Act [NHPA] and the Endangered Species Act [ESA]). Once the property is transferred, the new landowner(s) would be responsible for complying with all applicable laws and regulations regarding any development actions.

The Navy's federal obligations would be complete with respect to these consultation regulations.

2.3.2 No-Action Alternative

For the purpose of this EA, the following constitutes the No-Action Alternative: NSRR has been a closed facility as of March 31, 2004, and all Navy missions associated with Navy training have been relocated or terminated. The property has been re-designated as NAPR; however, the property remains U.S. government land. Under the No-Action Alternative, the Navy would not transfer the NAPR property. Federal agencies that have already expressed an interest in some reuse of portions of the property would be able to take or retain ownership of those parcels. The Navy would retain ownership of the remaining property; however, this property would not be required to achieve any assigned mission, resulting in continued Navy management of the property as a closed facility in caretaker status.

Implementation of the No-Action Alternative would not be consistent with Public Law 108-87. In addition, the 8,435-acre property would be vacated, with no concerted effort for reuse and redevelopment. This would not benefit the Navy in that they would retain ownership and liability for property with no functional, operational, or strategic value. In addition, it would not benefit the local community since this alternative would remove any possibility of viable, productive use of the land. Furthermore, the No-Action Alternative would not satisfy the legal requirement of Public Law 108-87; therefore, the No-Action Alternative is considered not practicable or reasonable and is not further evaluated in this EA.

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